



## TOWN OF JOHNSTON

FAX 803-275-0088  
PHONE 803-275-2488

500 MIMS AVENUE JOHNSTON, S.C. 29832

R04-19-A-074

1. Applicant Identification  
Town of Johnston, SC  
500 Mims Ave  
Johnston, SC 29832
2. Funding Requested
  - a. Assessment Grant Type: Community-wide
  - b. Federal Funds Requested
    - i. \$300,000
    - ii. Not applicable
  - c. Contamination: Hazardous Substances and Petroleum - \$150,000 Hazardous Substances and \$150,000 Petroleum
3. Location: a) Johnston b) Edgefield County c) South Carolina
4. Property Information for Site-Specific Proposals: Not Applicable
5. Contacts

a. <u>Project Director</u> Frances Quarles 803-275-2488 <a href="mailto:jthquarles@nctv.com">jthquarles@nctv.com</a> 500 Mims Ave Johnston, SC 29832	b. <u>Highest Ranking Elected Official</u> Terrance Culbreath 803-275-2488 <a href="mailto:t.culbreath@johnstonsc.us">t.culbreath@johnstonsc.us</a> 500 Mims Ave Johnston, SC 29832
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6. Population: Town of Johnston - 2013-2017 American Community Survey - 2,476



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7. Other Factors Checklist

<b>Other Factors</b>	<b>Page #</b>
Community population is 10,000 or less.	Pages 1 and 5
The applicant is, or will assist, a federally recognized Indian Tribe or United States territory.	n/a
The priority brownfield site(s) is impacted by mine-scarred land.	n/a
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road or other public thoroughfare separating them.)	Page 2
The priority site(s) is in a federally designated flood plain.	n/a
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	n/a
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	Pages 3 and 9

8. Letter from the State or Tribal Environmental Authority: See attached



January 4, 2019

Barbara Alfano  
Region 4 Brownfields Coordinator  
United States Environmental Protection Agency  
Resource Conservation and Restoration Division  
61 Forsyth Street SW  
Atlanta, Georgia 30303-8960

RE: EPA Brownfields Community-wide Assessment Grant  
City of Johnston, South Carolina

Dear Ms. Alfano:

The South Carolina Department of Health and Environmental Control, the State's environmental authority, acknowledges and fully supports the City of Johnston's application for a community-wide Brownfields Assessment Grant. The grant will focus on sites Town-wide, specifically sites related to former agribusiness. The goal of the project is to bolster redevelopment planning and spur redevelopment, particularly for sites within the Johnston Historic District.

The Department appreciates your consideration of the application and hopes for a favorable outcome. Your positive response will assist the City in its efforts to revitalize properties in the community. If you have any questions or need additional information, please contact Robert Hodges of my staff at (803) 898-0919.

Sincerely,

A handwritten signature in blue ink, appearing to read 'H. Porter', is written above the typed name.

Henry Porter, Chief  
Bureau of Land and Waste Management

cc: Liz, Basil, BEHS  
Robert Hodges, Manager, Brownfields Program



## **1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION**

### **a. Target Area and Brownfields**

i. Background and Description of Target Area We are the “Peach Capital of the World.” Johnston, South Carolina is a small town (population 2,476 Census: American Community Survey (ACS) 2013-2017) with a unique history. We are centrally located on a fertile, 30-mile long plateau known as “The Ridge,” which is famous for its incredible agricultural productivity (e-archives.sc.gov, SC Peach Facts). We had ample job opportunities through our booming peach farming/peach packing industry. Johnston boasted a downtown that was the envy of other small-towns. In the late 1900s, a clear shift took place as the textile mills, located just outside town, began to wither and move overseas, causing a loss of jobs. Luckily, our citizens were able to find work in nearby larger municipalities, industry in adjacent communities, and at the Savannah River Site to the south in Aiken County. We were transitioning to a community populated by commuters for Aiken, SC and Augusta, GA; however, the town continued to prosper because the peach industry was still diverse and booming. The farms created a job opportunity not only for seasonal workers, but for the youth of Johnston. Many of our citizens have fond memories of working in the peach packing sheds during the summer. Years went by as the “Peach Capital of the World” produced at an explosive rate. Another economic shift began in the 2000s, but this time it was agricultural.

Whether it was due to national economic factors or climate change making weather more unpredictable, larger “industrial-scale” farms took over the bulk of the peach production, replacing or absorbing the smaller operations. Larger scale farms can afford to diversify, moving away from total dependency on peach production and assuming less risk should a freak March freeze decimate the crops (e-archives.sc.gov, SC Peach Facts). Regardless of the cause, the shift in peach farming practices meant our youth no longer had as much opportunity to spend summers working in the packing sheds. Now those packing sheds are largely vacant, having been consolidated into larger, more centralized operations. The shift also meant that many of the dollars spent in Town by the seasonal peach workers were no longer flowing into Town businesses. With the shift in agriculture industry practice, our small businesses and downtown shops began closing their doors. Many of the shuttered properties were associated with agribusiness and have potential contamination. Those potential impacts discourage investment in both the properties themselves, adjoining properties, and the Town as a whole. As a result of the decline, our Town no longer exudes a vibrant atmosphere. Our population no longer spends their off-work hours within the community. Although our citizen’s call Johnston home, they go elsewhere for dining, entertainment, and recreation. Johnston does not offer much to engage our youth before graduation from high school, fewer opportunities to keep them here after graduation, and limited resources to attract and hold young families. As a result, we are experiencing negative population growth, particularly for youth under 18, where from the 2000 to the 2010 census we saw **14% decline** (<http://censusviewer.com/city/SC/Johnston>). We recognize this problem and the need to revitalize the Town in such a way that our citizens don’t just sleep here, they live here.

Town leadership realizes rekindling our vibrancy is the key to reversing these trends. Our model for success begins by creating a “Sense of Place.” Attempts to remedy this condition have begun with steps both large and small. For example, we added new, branded street signage within the Town, and the positive feedback we received was incredible. Our annual Peach Blossom Festival event, new town park project, Citizen Park, as well as the National Night Out program have been major steps in bolstering the Town’s atmosphere and encouraging the next generation to re-establish roots in their hometown. However, those roots are only established when someone feels



pride in their Town. To this goal, our next steps must include addressing the blight caused by vacant, under-maintained and under-utilized properties. We are currently addressing residential blight through amendments and enforcement of our municipal codes. We plan to help address blighted, potentially-contaminated brownfield sites using federal brownfields funds.

Since Johnston has a small footprint (approximately 2.7 mi<sup>2</sup>), the Town's Target Area for the brownfield project will be Town-wide.

ii. Description of Priority Brownfield Site(s) The evolution of agricultural practices to a more industrial-scale have led to an abundance of brownfield sites within the Town. We have held three initial brownfields public meetings during the summer of 2018, and during those meetings several properties were identified as a priority for the community.

**Vehicle Repair Shops** – Several closed vehicle shops and a **closed Chevrolet Dealership** are located along Highway 121 running through the center of the Town. Volatile organic compounds (VOCs), semi-volatile organic compounds (SVOCs), polychlorinated biphenyls (PCBs), asbestos, and metals are common contaminants of concern at these facilities. One of these sites, the former **Ridge Tractor** repair shop located across from our iconic in-town restaurant, “The Triangle,” has recently lost a prospective purchaser due to perceived environmental concerns. The facility is a casualty of the change in farming practices in the area; it is now easier to lease equipment and hire repair technicians to mobilize to broken machinery than it is to haul large equipment to a central repair center. The Ridge Tractor structure was built larger than typical vehicle repair facilities to accommodate farm machinery. Currently, dining guests at the landmark Triangle Restaurant have their view dominated by this large, blighted structure. We have verbal access to the Ridge Tractor site from the property owner.

**Walter Farms Bird Seed** – This 2.18-acre site, known locally as the old “Flour Mill,” has a long history of industrial usage. In the early 1900s, Dixie Portland Flour Company began mill and feed operations which lasted until 1984. From 1984 until 1991 the site was vacant. In 1991, Walter Farms purchased the land to operate the Walter Farms Bird Seed Company. Unfortunately, Walter Farms was only in operation until 1992, since then the site has been abandoned. In 1998, the South Carolina Department of Health and Environmental Control (SCDHEC) received funding to complete a Brownfields Targeted Site Assessment (TSA) at the site. The August 2000 Assessment Report indicated contamination detected in the area behind the grain bins and recommended further delineation. Metals were reported in site soils above action levels; pesticides and VOCs were reported in ground water above action levels. This unfenced site is adjoined to the south by residential properties, a church, and a large pond; to the west by a railroad line; and to the north and east by residential properties. During our brownfields public meetings, one adjoining resident described the poor condition of this site as a hindrance to property values, pointing out that the site is overgrown, covered by heaps of construction debris, and has a persistent presence of dozens of vultures roosting atop the derelict grain bins. Given the recent on-site dumping; the detections of carbon tetrachloride reported in the TSA; the shallow ground water; the adjacent downgradient pond (surface water); the proximity of residences (vapor intrusion); and that the 20-year-old TSA did not assess vapor intrusion; this site a priority for further assessment. This property, despite the obstacles, is ripe for commercial redevelopment since the site has rail access.

**Peach Orchards and Packing Sheds**– Johnston is an island in a sea of peach orchards. The orchards border the Town, and in many cases, actively-farmed orchards are within the Town limits. In addition, we suspect many commercially-available properties within the Town are situated on former orchards. Fruit orchards, and peach orchards particularly, have histories of receiving high application rates of heavy metal-containing fertilizers and pesticides. Properties located on former





orchards may not be “obvious” brownfields; as such, a careful inventory accounting for land use change is crucial. Once harvest was complete, the peaches were brought to packing sheds for processing. These packing sheds, who once employed so many of the Town’s youth, are well known in the community. We have three properties that once housed packing sheds that have been razed to concrete foundations. These sites are of concern given the post-harvest processes to remove field-applied pesticide from fruits and subsequent application of wax and fumigants to prolong shelf life prior to shipment for sale (Southeastern Peach Growers Handbook, Chapter 6). These sheds are generally located along major thoroughfares with rail access; however, we envision these properties as greenspace with the potential for the Town to purchase and convert into recreational space since they are also within residential areas. We have preliminary verbal access from two of the shed owners.

All of our priority sites are abandoned, blighted properties with potential contamination that discourage investment both the properties themselves and the Town as a whole. We are also aware of a former drycleaner and a closed textile mill within the Town which may also be assessed under this grant. We anticipate additional sites will be identified during the site inventory process.

#### **b. Revitalization of the Target Area**

i. Redevelopment Strategy and Alignment with Revitalization Plans Johnston recognizes that assessing brownfields without a true redevelopment plan is not likely to be successful on its own. We also recognize that the Town has limited resources to create a redevelopment plan to help outline and leverage our goals. We plan to **allocate 30% of this grant towards a Revitalization Plan** specific to the Town to create opportunities to convene and attract public funding; tax incentives; and other private and foundation investments to support sustainable reuse. In the meantime, the Town has thoroughly reviewed the Edgefield County Comprehensive Plan, which contains detailed analyses and goals for the County, as well as the municipal governments within the County. Those goals include specific redevelopment objectives. The Town Council passed a motion (November 13, 2018 Town Council minutes) to adopt the general local government redevelopment objectives outlined in the Plan and is using them as the foundation of our redevelopment strategy.

While all the objectives in the Plan are worthwhile for the Town to pursue, germane to our Sense of Place goal are the following objectives we have specifically adopted as the Town’s roadmap for success: **Housing** – support community efforts to promote affordable housing and encourage the construction of more multi-family housing; **Housing** – create a development incentives program to accelerate planned development of multiple housing types; **Economics** – encourage small business/retail development and encourage the development of Heritage Corridor related businesses; **Community Facilities** – expand recreation services; **Cultural Resources** – encourage residents to learn more about history by promoting local sites; **Natural Resources** – encourage open space in new development projects; **Land Use** – encourage commercial development along existing highway corridors and near existing infrastructure and promote “green” redevelopment; **Population** – encourage a mix of retail and commercial growth.

Our new park project is well underway to achieve the Community Facilities goal. The other elements offer a snap shot of areas where we can focus our efforts in order to revitalize Johnston. We believe a brownfields grant will play a crucial role in achieving the Economics, Cultural & Natural Resources, and Land Use goals of the plan. **Future redevelopment plans at our priority sites which align directly with the redevelopment plans in place are as follows; the Ridge Tractor, the former Chevy dealership, and other auto service sites are prime locations for commercial redevelopment (economics objective). Former peach stands and the Walter**



**Farms site will be considered for greenspace with potential to convert into park space given the proximity to residences (land use objective). In addition, former peach orchards are likely suitable for multi-family housing (housing objective) or as an expansion of community services as recreation areas.**

ii. Outcomes and Benefits of Redevelopment Strategy To achieve the goals of the Plan, we recognize the need for outside dollars to spur business development. The Town works with the **Johnston Development Corporation** to promote the business interest of Edgefield County with specific focus on Johnston. The organization offers financial assistance to manufacturing, industrial, commercial businesses, and trade development, and they “promote community businesses of the local merchants” to “promote growth in the town.” Furthermore, “the Corporation works in areas such as economic development, education, recreation, tourism, scientific and cultural opportunities” (<https://johnstondevelopmentcorp.org/our-mission/>). Their efforts can be seen through the annual Peach Blossom Festival, which has been a tourism draw for the last 36 years.

Current redevelopment efforts are focused on the Community Facilities element of the Plan by becoming a town where the youth will want to establish roots, as well as providing healthy recreation and entertainment opportunities to enhance the quality of life. Citizen Park, funded through the SC Park and Recreation Development (PARD) Grant, is a prime example of our commitment to implement our redevelopment goals. The park project will renovate the existing tennis courts, create a multiuse trail loop, and install playground equipment, picnic shelters, and greenspace. Redeveloping a space such as this will allow for residents of all ages to get outside and get moving, thereby enhancing the health and quality of life for all who live in the town.

Future redevelopment efforts will focus on the Economics, Cultural & Natural Resources, and Land Use goals of the plan. We plan to take advantage of the tourism draw associated with the Heritage Corridor and in conjunction with other local/regional events, like the Peach Blossom Festival, or the Masters PGA golf tournament, held just 40 miles away in Augusta, to encourage projects related to our cultural resources. For example, WalletHub.com estimates over 250,000 tourists visit the region each April for the Masters tournament, with a 98% hotel occupancy rate and a \$127.5 million economic impact. However, those tourists simply pass through Johnston since we have not been leveraging our history and location as a tourist destination.

In our favor, we are located within the South Carolina National Heritage Corridor (SCNHC). The SCNHC was designated by Congress in 1996 as a National Heritage Area (a program of the National Parks Service). Stretching 17 counties and 320 miles across South Carolina, the SCNHC promotes and preserves the cultural, natural and historic resources of South Carolina with Johnston located in the center of the Corridor. The Edgefield County Peach Museum is the only attraction within our Town that is currently listed as an itinerary item in the Corridor. The Museum celebrates our remarkable history of agriculture and peach cultivation. We plan to promote our other historical properties in the Corridor to increase tourism to the “Peach Capital of the World.”

According to the South Carolina Department of Archives and History, our “Johnston Historic District,” listed on the National Register in 1983, is composed of 146 properties within and adjacent to the town of Johnston. Centrally located in the historic district is the three-block long commercial area around which are several residential neighborhoods. The commercial and residential properties which form the district reflect the period of Johnston’s greatest growth, from approximately 1880 to 1920, and include a variety of architectural designs such as Italianate, Second Empire, Victorian, Queen Anne, and Neo-Classical. The district also includes three churches and the town’s cemetery. Many of our brownfields sites, including Walter Farms Bird



Seed, are located within the Historic District. Before we can promote the District (Economics goal), we need to facilitate commercial or greenspace redevelopment (Cultural, Natural, and Land Use goals) for these brownfields so that our residents feel pride in their neighborhoods; reinforcing the Sense of Place concept, only then can we effectively promote the District to tourists. We want visitors to take note of the architectural richness, not blighted properties with vultures perched ominously and boarded storefronts in the central commercial area. Additionally, if we can redevelop these brownfields as publicly-accessible greenspace, we can further progress toward our Community Facilities goal. Lastly, our properties outside the District, but still within the Town will benefit from increased traffic. We want those tourists to stop for lunch at the iconic Triangle Restaurant at the entrance to Town and appreciate a view other than a closed tractor shop. We are hopeful the period of our greatest growth is ahead of us, not 100 years in the past.

### **c. Strategy for Leveraging Resources**

- i. Resources Needed for Site Reuse Johnston is eligible for monetary funding from federal and state grants as a Government Organization. We intend to continue to identify and pursue additional financial resources, such as the U.S. Department of Housing and Urban Development (HUD), U.S. Department of Agriculture (USDA), and the U.S. Department of Commerce. Ideally, expenditure of grant funds will facilitate private investment in redevelopment. We plan to actively promote this strategy by steering prospective purchasers to the SCDHEC Voluntary Cleanup Program, which offers state liability protections and tax incentives for successful enrollment. However, if we are required to facilitate cleanup for redevelopment in a more direct manner, the SCDHEC Brownfields Cleanup Revolving Loan Fund (RLF) is available. According to SCDHEC, \$4.25 million is available in the RLF for loan. As a local government, we have a unique financial resource available to leverage site cleanups. These funds are available to the Town as **no-interest** loans. As opposed to grant funding, the RLF is available on a time schedule more akin to those offered by traditional lending institutions, allowing us to move at the pace of business should the need arise.
- ii. Use of Existing Infrastructure The majority of our identified brownfields sites are located in proximity to major thoroughfares within the Town. These sites have ready access to public utilities. Our priority site, Walter Farms Bird Seed, as well as one of the former packing sheds, are positioned to take advantage of existing rail infrastructure such that a commercial redevelopment with rail needs could benefit from. We anticipate redevelopment at the Ridge Tractor site would reuse the existing structure.

## **2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

### **a. Community Need**

- i. The Community's Need for Funding The grant funding Johnston has been able to secure is already allocated for specific purposes. The Town has no mechanism to collect additional funding through business licensing when licensure applicants are so few. We cannot raise sales tax rates in a community where we are trying to attract business, **especially given our small population of less than 2,500 residents** who, as discussed below, struggle with poverty, blight, health issues, and crime. **The Town's median income is roughly \$23,000 less than the national average** (Census: ACS 2013-2017). As such, the Town has almost no ability to fund brownfields assessment and remediation without the help of this US EPA Brownfields Assessment Grant.
- ii. Threats to Sensitive Populations
  - (1) Health or Welfare of Sensitive Populations The town has a high minority population, specifically **African Americans at 62.7% of the total population**, compared to the rest of the county at 12.6% (Census: ACS 2013-2017). The vulnerable segment of the population of the **youth (below 18) and elderly (over 60) are nearly 43% of the population** (Census: ACS 2013-2017).





Within the town limits, **49.1% of all homes were built prior to 1969** (Census: ACS 2013-2017). Due to the aging structures, vacancy rates within the Town limits are 10.2%, and only 61% of the total housing stock is owner-occupied (Census: ACS 2013-2017). In recent years after several house fires, Town officials were made aware that many of the homeowners within the town limits do not insure their homes as it is a cost they simply cannot afford. If residents cannot afford to insure their properties, there is little chance they will be able to perform the needed upkeep or undertake any needed renovations to help end the continuous cycle of blight plaguing this town.

High unemployment and low wages foster a sense of hopelessness and desperation, which begets criminal activity. Crimes such as theft and burglary are an issue within the Johnston community. For example, the 2016 burglary rate (city-data.com) is above the national average (statistia.com) by 16%. The Johnston Police Department reports a growing problem with theft and drug use and distribution. Theft goes hand in hand with substance abuse; as individuals are looking to buy contraband, funds are needed to feed the habit perpetuating the cycle of crime. One study found substance abuse is more prevalent among families living in poverty with around 20% of those individuals on welfare reporting some kind of illicit drug use (Pollack et al. *Substance Use among Welfare Recipients: Trends and Policy Responses*, Social Service Review, June 2002.) This statistic is particularly alarming given that nearly a quarter of the town's residents are below the poverty level (Census: ACS 2013-2017), which places us in the 77<sup>th</sup> percentile for the State according to EPA's EJScreen tool. Vacant structures throughout the town create an opportunity for criminal activity, such as drug use and distribution, which could be mitigated if sites were assessed and ready for redevelopment.

Criminal activity can be suppressed by redeveloping blighted areas and ensuring residents have a safe, walkable community and access to recreation opportunities, healthy food choices and fresh produce, public offices, etc. The Town of Johnston has limited recreational opportunities, and has a population where 14.2%, do not have access to a vehicle (Census: ACS 2013-2017). Currently there are no options for public transportation within the town and no plans or infrastructure in place to grow a transportation system. This is a point of concern considering Johnston is in a food desert (US Dept. of Treasury CDFI Fund Mapping System). All of these factors can lead to significant community health issues if not addressed.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions Approximately 14% of our residents do not have health insurance (Census: ACS 2013-2017). EJScreen ranks us in the 81<sup>st</sup> percentile for USEPA R4 for lead paint indicator, a reflection of our high percentage of pre-1960s housing stock. The incidence of lead paint may correlate to our low educational attainment, where 30% of our citizens do not have a high school education; this astonishing number places us in the 92<sup>nd</sup> percentile in the State according to EJScreen. Town-specific health statistics are not available; however, SCDHEC has published a *2016 Cancer Profile for Edgefield County*, which ranks the County near the bottom out of all SC counties in terms of total population cancer incidence and mortality; however, in terms of cancer mortality, **the County is ranked in the top half of all SC counties for mortality of African Americans, and ranks #3 and #9 in mortality for colorectal and pancreatic cancers**. Given that Johnston has a 62.7% African American population (81<sup>st</sup> percentile for minority population in the State per EJScreen) compared to 37.2% for Edgefield County, we believe this data indicates a disproportionately high rate for the Town.

Contaminants associated with vehicle and farm machinery repair facilities include petroleum products, VOCs, PAHs, metals. Peach packing sheds and former peach orchards may be impacted pesticides, metals, nitrates, and residual fumigants including ethylene dibromide (EDB). The Walter Farms Birdseed site has documented concentrations of carbon tetrachloride, metals,



pesticides, and other VOCs. The blighted, idle, and/or abandoned structures present on these properties likely also contain asbestos, lead-based paint, and PCB-containing building materials.

ATSDR ToxFAQs™ and USEPA Hazard Summaries indicate that many of the contaminants which are likely present at our brownfields sites are carcinogens. For example, Carbon tetrachloride is listed as a probable carcinogen, and the fumigant EDB exhibits evidence of carcinogenicity. The presence of these substances may be a contributing factor to our community's apparent elevated cancer mortality.

(3) Economically Impoverished/Disproportionately Impacted Populations The Town of Johnston is a community in desperate need. Johnston has a 62.7% African American population (81<sup>st</sup> percentile for minority population in the State per EJScreen) compared to 37.2% for Edgefield County. **Nearly a quarter of the town's residents are below the poverty level**, which is approximately 10% higher than the national average (Census: American Community Survey 2013-2017). The cycle of poverty will be difficult to break without attracting and retaining new residents with a higher education or establishing trade job opportunities at the proper education level for current residents. This can be seen with 39% of the population over 16 years of age not actively in the workforce, and only 5.1% of the Town (age 25+) holding a bachelor's degree or higher. The lack of higher education feeds into the astonishingly low median household income with the Town's median roughly \$23,000 less than the national average (Census: ACS 2013-2017). Low income makes property upkeep difficult, which feeds the cycle of blight. A low income is an obstacle to insurance and health care, exacerbating community health issues. Individuals leave the Town to attain higher levels of education, and later, when they enter the workforce, they are choosing to reside elsewhere. Our Mayor refers to this phenomenon as "**the Brain Drain**," meaning the individuals who could reverse these trends recognize that there are **no incentives in re-establishing roots in their hometown**. These people choose other communities which offer a more vibrant atmosphere creating a desolate environment in Johnston where additional funding is needed to spur redevelopment.

**b. Community Engagement**

i. Community Involvement Several organizations throughout the community have expressed a desire to be a Community Partner. Below is a sampling of partners who will assist and be involved in making decisions in the process of site selection, prioritization, cleanup and future redevelopment of the priority brownfield sites for this project.

Partner Name	Point of Contact (name, contact info)	Specific role in project
Edgefield County Peach Museum	Donna Livingston 803-275-0010	Advisory committees; provide meeting space; help distribute information
Johnston Church of God	Stephen Hall 803-646-9964	Provide meeting space
Rosa Spring Baptist Church	Winston Oliphant 803-480-8689	Advisory committees; provide meeting space
Edgefield County Youth Empowerment Center, Inc.	Marcella Edwards 803-624-0684	Help distribute information

ii. Incorporating Community Input Johnston understands the importance of keeping the public informed when making changes within the community. Town residents are a resource with great knowledge and will be able to help with site identification and sharing information with others. A Community Involvement Plan (CIP) will be created with the help of Town Staff and the qualified



environmental consultant. The CIP will outline planned community engagement activities, schedule, project background and key players.

The Town has held a Brownfield informational session for local community leaders and citizens on **three occasions** during the summer of 2018 (April 24, July 23, and August 13). During these sessions, we discussed the definition of a brownfields site, other nearby municipalities' successes with their Brownfields Programs, the potential sites identified within Johnston, and how citizens can be involved in the process.

The Town utilizes Facebook as our online method in updating residents on town news and project status. We created and distributed a brownfields factsheet to publicize our final community input session of 2018 during the community's National Night Out event. The Town will continue to utilize this approach to capitalize on mass attendance at the National Night Out and the Peach Blossom Festival to distribute information on the brownfield program. Local faith-based groups will also help to keep the community informed of upcoming meetings and brownfield news. A project brochure explaining the project will be shared throughout the community, and strategically placed at Town offices, parks and schools. Press releases to the local media will keep the community up to date on project milestones and events. Town staff will provide information during the regularly scheduled Town Council Meetings. To encourage community-wide involvement, the Town would also like to host a photo contest on their social media. This contest will ask local residents to send in their best image of what they suspect is a brownfield site within Town. This approach will not only be educational, but it will also assist in the inventory process. In the event, there are non-English speaking members of the community present, a translator will be provided.

### **3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS**

**a. Description of Tasks and Activities** The Town of Johnston is requesting a \$300,000 US EPA Brownfields Assessment Grant for hazardous substances and petroleum contamination for a community-wide brownfields assessment program within the Town limits. The Town **will consider time and efforts of its employees in the project as in-kind leveraged resources.** **Task 1 – Outreach:** The consultant will develop a CIP as well as assist Johnston in creating individualized future redevelopment initiatives and public services, materials and website design. The consultant will join with Johnston staff in community education meetings to inform the public in the target area as the project progresses. Johnston has supplies budgeted for the printing of marketing materials, office supplies, electronic support and software to manage the grant. ***This task will be initiated within 0-3 months of the grant award and will continue throughout the project.*** **Task 2 – Site Inventory:** The consultant will assist the Town's Brownfields Project Manager in working with the community members in preparing a site inventory for assessment. Properties will be evaluated using the property appraiser's website and Geographic Information System software to identify abandoned and underutilized properties. Once the list is compiled, priority sites will be established using an evaluation ranking tool. ***This task will be initiated within 4-8 months of the grant award and will be continually updated throughout the project.*** **Task 3 – Assessment:** The consultant will conduct Environmental Site Assessment (ESA) activities at selected sites (the priority sites will be assessed first): ASTM-AAI compliant Phase Is; 1 Generic Quality Assurance Project Plan (QAPP); Phase IIs which will include the SS-QAPPs. ***This task will be initiated within 3 months of the grant award and will continue throughout the project.*** **Task 4 – Reuse Planning:** The consultant will prepare a Revitalization Plan and complete a Market Study. The Revitalization Plan will create opportunities to convene and attract public funding; tax incentives; and other private and foundation investments to support sustainable reuse. The Market Study will create a more clear understanding of the local and regional real estate market demands,



trends, and competition relative to brownfields. The consultant will also assist the Town in hosting charrettes/visioning sessions which may be held for key properties. ***This task will be initiated within 9 months of the grant award and will continue throughout the project.*** **Task 5 – Remediation Planning:** The consultant will prepare Analysis for Brownfields Cleanup Alternatives (ABCAs) documents. Each ABCA will evaluate cleanup alternatives, calculate cleanup costs and determine site appropriate remediation and/or reuse planning to reduce health/environmental risks. ***This task will be initiated within 9 months of the grant award and will continue throughout the project.*** **Task 6 – Programmatic Support:** The Brownfields Project Manager, in conjunction with the consultant will directly oversee grant implementation and administration in support of activities to ensure compliance with the EPA Cooperative Agreement work plan, schedule and terms and conditions for the three-year term of the grant. The travel budget allows for two staff to attend two national/regional/grantee brownfield training conferences/workshops. ***This task will be initiated upon grant award and will continue throughout the project.***

**b. Cost Estimates and Outputs** Below are the anticipated cost estimates and outputs for this project based on past brownfield projects as determined by market standards, with contractual hourly rates based on the skills needed for the specific tasks. All costs are split 50/50 between Hazardous Substances (HS) and Petroleum (PET). The budget for this project includes travel, supplies and contractual costs only. Administrative, planning and indirect costs are not anticipated for this project. **Task 1 – Outreach:** Community Involvement Plan \$3,000 (30hrs x \$100); Brownfield Website \$2,000 (20hrs x \$100); 2 Community Education Meetings \$5,500 (\$2,250/meeting); Marketing Supplies \$1,500. **Task 2 – Site Inventory:** \$5,000 (50hrs x \$100). **Task 3 – Assessment:** We plan to use 50% of the total award for this Task. 8 Phase I ESA at \$3,100 for a total of \$24,800. 1 Generic QAPP at \$5,500. 6 Phase II ESA including SS-QAPP at \$20,000 for a total of \$120,000. **Task 4 – Reuse Planning:** We plan to use more than 30% of the total award for this Task. 1 Revitalization Plan for a total of \$63,500; 1 Market Study for \$22,200. 2 Vision Sessions/Charrettes \$5,000 (\$2,500/meeting). **Task 5 – Remediation Planning:** 4 ABCA at \$5,500 for a total of \$22,000. **Task 6 – Programmatic Support:** ACRES Database Reporting, Quarterly Reporting, MBE/WBE Forms, Programmatic Support for the three-year grant period \$15,000 (150hrs x \$100). Travel staff budget for two staff to attend two conferences \$5,000 (per person per conference = flights at \$750, 3 nights in hotel at \$350, incidentals and per diem at \$150).

Category		Tasks						
		Outreach	Site Inventory	Assessment	Reuse Planning	Remediation Planning	Programmatic Support	Totals
Travel	HS						\$2,500	\$2,500
	PET						\$2,500	\$2,500
Supplies	HS	\$750						\$750
	PET	\$750						\$750
Contractual	HS	\$5,250	\$2,500	\$75,150	\$45,350	\$11,000	\$7,500	\$146,750
	PET	\$5,250	\$2,500	\$75,150	\$45,350	\$11,000	\$7,500	\$146,750
<b>TOTAL HS</b>		<b>\$6,000</b>	<b>\$2,500</b>	<b>\$75,150</b>	<b>\$45,350</b>	<b>\$11,000</b>	<b>\$10,000</b>	<b>\$150,000</b>
<b>TOTAL PET</b>		<b>\$6,000</b>	<b>\$2,500</b>	<b>\$75,150</b>	<b>\$45,350</b>	<b>\$11,000</b>	<b>\$10,000</b>	<b>\$150,000</b>
<b>Total Budget</b>		<b>\$12,000</b>	<b>\$5,000</b>	<b>\$150,300</b>	<b>\$90,700</b>	<b>\$22,000</b>	<b>\$20,000</b>	<b>\$300,000</b>

Indirect Costs are not anticipated for this project.

**c. Measuring Environmental Results** The Town has processes in place to ensure projects are





properly tracked and reported. The Town Brownfields Team will meet quarterly to track the outputs identified in 3.b. and will report all progress in fulfilling the scope of work, goals, and objectives to the EPA via quarterly reports. In addition, project expenditures and activities will be compared to the projects schedule. Site specific information will be entered and tracked in the ACRES database. The outputs to be tracked include the number of advisory committee meetings, public meetings, meetings with community groups, environmental assessments, ABCAs and cleanup redevelopment plans. The outcomes to be tracked include community participation, acres assessed, acres ready for reuse, redevelopment dollars leveraged, and jobs created.

#### **4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

##### **a. Programmatic Capability**

i. Organizational Structure The Town of Johnston Administrator, **Ms. Frances Quarles**, will be responsible for timely and successful expenditure of funds and completion of technical, administrative and financial requirements of the project. Ms. Quarles will be assisted in balancing and maintaining budget/expenditures by **Ms. Yvonne Nicholson**, the Town's Finance Director.

Ms. Quarles has been the Town Administrator for over 30 years and has seen the town at its best and at its worst. During her time as Town Administrator, she has overseen the day to do operations and is overseeing two grants that are the first steps in revitalizing the town. Ms. Nicholson has over three years of experience working in local government and is proficient in the Town's accounting, payroll, accounts payable, reporting, and learning new processes.

ii. Acquiring Additional Resources Procurement of a highly-qualified environmental consulting firm as an extension of our staff to perform the technical aspects of the proposed brownfields tasks is also tantamount. Utilizing our Town procurement policy (updated 2015), EPA compliant "Professional Service" procurement process (2 CFR 200.317-200.326), the Town will procure a qualified environmental consultant to assist with technical and reporting portions of the grant. Should additional programmatic assistance be needed, we will contact the Upper Savannah Council of Governments, Edgefield County Administration, and the regional Economic Development Partnership (EDC).

##### **b. Past Performance and Accomplishments**

ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

(1) Purpose and Accomplishments The Town of Johnston has never been awarded an EPA Brownfield Grant. However, the Town has received and is successfully implementing two state grants within the past five years. The SC Municipal Association awarded Johnston a Hometown Economic Development Grant in the amount of \$25,000 in the Fall of 2018 for the redevelopment of the former Police Station for tourism purposes. We have not yet begun implementation of this grant. The SC Dept. of Parks, Recreation and Tourism awarded us a PARD grant in the amount of \$47,695 in 2015 for our Citizen Park project. The PARD grant has required no drawdown yet, since the initial construction activities at the park, including grading, paving, and fencing has been donated by local businesses. However, the PARD grant has required relevant quarterly reporting and annual administration since 2015. Expenditure of grant funds will begin during Q1, 2019.

(2) Compliance with Grant Requirements The Town of Johnston, has a history of compliance with grant work plans, schedules and terms and conditions. The Town is on schedule on all active grants. With over 30 years' experience, including experience over those years managing previous grant awards, Ms. Quarles is knowledgeable in grant management and will personally monitor all grant activities to ensure compliance with all financial and reporting requirements.





## Threshold Criteria

### 1. Applicant Eligibility

The Town of Johnston, South Carolina is eligible to apply for the EPA Brownfields Community-wide Assessment Grant as a local government as defined under 2 CFR § 200.64.

### 2. Community Involvement

i. Johnston understands the importance of keeping the public informed when making changes within the community. Town residents are a resource with great knowledge and will be able to help with site identification and sharing information with others. A Community Involvement Plan (CIP) will be created with the help of Town Staff and the qualified environmental consultant. The CIP will outline planned community engagement activities, schedule, project background and key players.

The Town has held a Brownfield informational session for local community leaders and citizens on **three occasions** during the summer of 2018. During these sessions, local community members learned the definition of a brownfields site, other nearby municipalities' successes with their Brownfields Programs, the potential sites identified within Johnston, and how citizens can be involved in the process.

The Town utilizes Facebook as our online method in updating residents on town news and project status. We created and distributed a brownfields factsheet to publicize our final community input session of 2018 at the community's National Night Out event. The Town will continue utilize this approach to capitalize on mass attendance at the National Night Out and the Peach Blossom Festival to distribute information on the brownfield program. Local faith-based groups will also help to keep the community informed of upcoming meetings and brownfield news. A project brochure explaining the project will be shared throughout the community, and strategically placed at Town offices, parks and schools. Press releases to the local media will keep the community up to date on project milestones and events. Town staff will provide information during the regularly scheduled Town Council Meetings. To encourage community-wide involvement, the Town would also like to host a photo contest on their social media. This contest will ask local residents to send in their best image of what they suspect is a brownfield site within Town. This approach will not only be educational, but it will also assist in the inventory process. In the event, there are non-English speaking members of the community present, a translator will be provided.

### 3. Expenditure of Assessment Grant Funds

The Town of Johnston, South Carolina affirms that the City does not have an active EPA Brownfields Assessment Grant.

## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

01/22/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

\* a. Legal Name:

Town of Johnston

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

\* c. Organizational DUNS:

8333697390000

d. Address:

\* Street1:

500 Mims Ave

Street2:

\* City:

Johnston

County/Parish:

\* State:

SC: South Carolina

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

29832-1112

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mrs.

\* First Name:

Frances

Middle Name:

\* Last Name:

Quarles

Suffix:

Title:

Town Administrator

Organizational Affiliation:

\* Telephone Number:

803-275-2488

Fax Number:

\* Email:

jthquarles@nctv.com

## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-18-06

\* Title:

FY19 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

FY19 Town of Johnston Brownfields Assessment

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**

\* a. Applicant SC-003

\* b. Program/Project SC-003

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**

\* a. Start Date: 10/01/2019

\* b. End Date: 09/30/2022

**18. Estimated Funding (\$):**

* a. Federal	300,000.00
* b. Applicant	0.00
* c. State	0.00
* d. Local	0.00
* e. Other	0.00
* f. Program Income	0.00
* g. TOTAL	300,000.00

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name: Frances

Middle Name:

\* Last Name: Quarles

Suffix:

\* Title: Town Administrator

\* Telephone Number: 803-275-2488 Fax Number: 

\* Email: jthquarles@nctv.com

\* Signature of Authorized Representative: Frances H Quarles \* Date Signed: 01/22/2019